## PRESIDENT'S FORUM



Shaping the Future

I believe in the power of our past to inspire and instruct. We are the inheritors of a proud legacy. We must capture those lessons, study them and apply them to current operations where applicable. While we certainly learn from the past, we cannot—and should not—try to live in it.

ADMIRAL MIKE MULLEN, USN, CHIEF OF NAVAL OPERATIONS

TODAY, OUR LEADERS ARE COMING TO GRIPS with the implications of a strategic environment, unique in our history, for military tasks and mission areas. As we define and understand with increasing clarity what must be done and how to do it, the importance of *shaping* the global environment has emerged as a linchpin of our strategic ways and means. Shaping refers to the wide range of activities—diplomatic, informational, military, and economic—that encourage global, regional, and local developments favorable to democracy, civil liberties, and prosperity and unfavorable to the policies of aggressive nations and to the formation and operations of violent groups, especially groups employing terrorism.

Though the geostrategic environment is different, the military instrument of national power most effective for shaping that environment to better protect the United States and advance its interests is, to a significant degree, already in place. History has demonstrated repeatedly the value of the unique set of capabilities that naval forces bring to our nation and the world—credible combat-capable forces that are agile and mobile, can persist *on scene*, and are adaptive (expeditionary), scalable to the task, and unintrusive. These are precisely the traditional characteristics of U.S. naval forces, and they respond directly to the demands of the shaping mission. This was the conclusion reached at the Naval War College's most recent Current Strategy Forum, where three days were devoted to the intense examination of shaping: what it is, how it works, and what capabilities it requires.

What emerged was a consensus that, above all, effective shaping requires two fundamental attributes of naval forces: the ability to provide sustained presence in areas where our interests need tending, and to do so while being minimally intrusive or provocative. A globally distributed, forward-postured, combatcapable Navy, closely cooperating with international partners and commanded and controlled through a Joint Force Maritime Combatant Commander (JFMCC), offers immediately available, sustainable, and flexible forces for the Joint Force Commander to better understand and influence—to shape—the security environment of his region, especially to counter terrorist threats. These JFMCCs, linked into a global network, begin to operationalize a key strategic objective—global maritime domain awareness. Maritime domain awareness, in turn, enables a more coordinated and proactive approach to the nation's homeland-defense mission.

Never have the Navy and Marine Corps arguments for the value of on-scene naval forces been more strategically compelling: afloat forces persistently available to the joint commander to coalesce and transition to major conflict operations, routinely and pervasively present with a wide range of capabilities to counter terror and terrorist development and to defend in depth against threats to the homeland. These same forces derive additional strategic value by dissuading and deterring potential adversaries while assuring our friends and allies. Moreover, forward-postured naval forces are uniquely suited to coalition building and to creating persistent, reliable, helpful partnerships with friends and allies in the theater.

In the twenty-first century, the Naval War College is orienting professional military education to support the Navy's ability to influence the maritime and global security environment. Shaping operations can involve U.S. military forces deployed either from the United States or from operating locations overseas. They can be conducted in international waters and airspace or on or over the territory of other countries. In an era where fourth-generation warfare\* is a reality of the international environment, such operations require an unprecedented degree of confidence about what is taking place on, above, or below the sea—a state of knowledge and understanding known as "maritime domain awareness." Here too the Naval War College is focusing its education and substantial research, analysis, and gaming capabilities to ensure that the Navy has the kind of maritime domain awareness necessary not only in the traditional hot

<sup>\* &</sup>quot;Fourth-generation warfare," a concept defined in 1989 by William S. Lind and a group of U.S. Army and Marine Corps officers, and expanded by Thomas X. Hammes, is commonly used to describe the decentralized nature of modern warfare. It refers to warfare, likely to last for decades, in which one of the major participants is not a state but a network espousing a violent ideology. Fourth-generation warfare blurs the traditional distinctions between war and politics, soldiers and civilians, peace and conflict, and battlefields and safe rear areas.

phases of war but also in precursor and postconflict phases—often referred to, respectively, as "Phase Zero" and "Phase Four" of a campaign.

On the educational front, Phase Zero effects take place first and foremost at an individual, person-to-person level. Since its inception in 1884, the Naval War College has played a continuing role in promoting international understanding, partnership, and cooperation in the maritime domain, although international officers were originally present as resident students to a very limited degree. This changed in 1956, thanks to the vision of Admiral Arleigh Burke. Based on his wartime and postwar experiences with allies, and faced with the immediate threats of the Cold War, Burke concluded that it was vitally important for us to understand our allies and for them to understand us. In 1956, he used his influence as CNO to create a Naval War College program for international officers aimed at developing a group of international naval officers with common knowledge, experiences, and goals. Burke hoped that officers brought together from diverse countries to study war and to get to know each other on a professional and personal basis would be able to establish genuine trust and confidence among themselves, to prevent conflict and advance shared ideals more effectively in the future. If war did come, they would be better prepared to plan, fight, and win decisive victories together. He called this program the Naval Command Course (later renamed the Naval Command College, or NCC).

A total of 1,554 students have graduated from the NCC since its first class ended in 1957. (Another 1,520 have graduated from a similar program for intermediate-level international officers, known as the Naval Staff College.) Over the years, alumni have come from 122 different countries. More than one-third of these officers go on to flag rank. And over 230 have gone on to become heads of their navies, with thirty-seven serving in that capacity at this moment. This includes the current Chiefs of Naval Staff of India, Japan, and Pakistan, who graduated together in the Class of 1990. The distinguished alumni from these international programs include heads of state, cabinet members, ambassadors, and successful business leaders. Among the exemplary U.S. alumni who studied alongside these officers is General M. W. Hagee, the current Commandant of the Marine Corps, who has said: "I can think of several occasions when I was in a bind in Italy, France, Singapore and Malaysia when I called on my NCC classmates and they were there to help me out." These types of relationships are as essential to Phase Zero operations as they are in wartime. Their development cannot be left to the moment of a serious crisis, when time is short and the atmosphere of trust has yet to be established.

That trust and confidence necessary for cooperation grow well in the professional environment of the Naval War College. In addition to personal relationships with classmates, the College serves as the intellectual source for and host of

numerous critical international meetings and war games. In 1962, after the CNO hosted a meeting of chiefs of hemispheric navies, the Naval War College began a series of meetings among the same countries' war college presidents, called the Conference of the Naval War Colleges of the Americas (CNWCA). CNWCA occurs every two years and features a combined war game; this year it focuses on the new threats presented by terrorist activities. In October 2004, at the most recent CNWCA, Argentina took the lead in developing and executing a war game dealing with terrorism. In the fall of 2005 this game will be played by each navy (via networked computers) from their respective war colleges. All participants will then meet in Mexico to analyze results and discuss conclusions.

The Naval War College hosts the International Seapower Symposium (ISS) every other year. At this meeting of navy chiefs from around the world, our CNO sponsors a robust program of presentations, briefs, plenary sessions, and discussions on a theme chosen to foster trust, understanding, and cooperation. This year, ISS will focus on the actions necessary to create a global network of nations working together for a free and secure maritime commons. With an objective of improving maritime domain awareness, the ISS will lay the groundwork for gathering and sharing information from the global maritime environment through regional, voluntary participation by states interested in joining this network. ISS is an ideal forum for initiating this type of activity, generating global benefits for partner nations from discrete national and regional capabilities. Since 1996 Italy has hosted four regional seapower symposiums for the navies of the Mediterranean and Black Sea area. A similar symposium, known as the Western Pacific Naval Symposium (WPNS), has been held in the Asia-Pacific region since 1988, and there has been discussion of starting a third regional symposium for the Middle East navies. Our new CNO, Admiral Mike Mullen, kicks off ISS XVII here on 21 September.

Finally, the College has made significant progress in enhancing college-to-college bilateral relationships. We are investigating expanding the exchange of faculty, courses, and ways of sharing information and programs with naval war colleges in Japan, Chile, the Russian Federation, India, Argentina, and Mexico. This type of institutional relationship will build on the personal interactions that take place with international students here in Newport and on the regular meetings and events, like ISS and war games, to provide a framework for robust and routine cooperation that in turn enables effective operational coordination among participating nations.

In addition to the education of foreign officers and regular meetings such as ISS, the Naval War College's International Law Department works on international law and rules of engagement (ROE) issues that affect U.S. military policy, strategy, and operations, as well as those of our allies and partners. Nothing

shapes the maritime environment as much as the law—whether it is in peacetime or war. The department conducts research, teaches, participates in war
games, publishes, and holds conferences. In addition to providing legal instruction to resident U.S. and international students, our law faculty conducts seminars at military institutions in Argentina, Canada, Chile, Germany, and Japan.
The Stockton Chair, annually filled by a distinguished visiting international legal expert, maintains the College's visibility and prestige by participating in international colloquia and meetings to develop consensus on key issues in the law
of armed conflict. We also conduct an annual international law conference that
attracts military and civilian academics and practitioners from around the
world. The papers and discussions are published in the College's International
Law Studies ("Blue Book") series, which are distributed to an international audience and are found in the best international law libraries around the world.

The Naval War College continues to build on its ability to support the Navy's shaping function through bilateral and multilateral war games. Some of this gaming activity is of long standing, such as the annual U.S.-Japan NORTHWESTPAC game. The game has been occurring for many years, but the topics have evolved to match the changing strategic landscape and the enhanced U.S.-Japan alliance. More recently, the College has planned and hosted multinational games that directly address the Phase Zero types of operations necessary in the post-9/11 world. In September 2004, under the sponsorship of the Office of the Secretary of Defense, high-level delegations from seventeen countries played in a weeklong game designed to test and explore maritime interdictions of components of weapons of mass destruction, as part of President Bush's Proliferation Security Initiative. Through this and other games, the Naval War College is bringing the logic and rigor of military planning to the interagency processes of many nations. In return, the College gathers lessons and feeds them back to the Navy to help define requirements, objectives, and mechanisms for improving maritime domain awareness.

In the new security arena and in the joint environment, Joint Force Commanders will require Joint Force Maritime Component Commanders to lead and support operations spanning the full spectrum of warfare. Working closely with our fleet commanders, the Naval War College is using its education, research, analysis, and war-gaming resources to evolve its Joint Command Center, routinely used as the command-and-control hub for a wide range of activities at the College, into a JFMCC Center. This center will build on the knowledge gained during our participation in support of joint fleet exercises and during the JFMCC Flag Officer course of instruction. This course brings together prominent senior joint warfighters and government agency leaders as Distinguished Fellows to augment the College's core faculty. The first such course, for a dozen

of our nation's most promising general and flag officers, began this August. Our plan is to build this JFMCC capability into the coalition world as well, holding a Combined Force Maritime Component Commander's (CFMCC) course, with a regional focus, in 2006. I will report more on the first course and the way ahead on this initiative in the next issue of the Review.

To return to our opening thoughts about the value of history as it relates to our nation's and our Navy's strategic and operational challenges, we find many lessons from the past about both the utility of maritime forces and the importance of maintaining close ties with friends and allies around the world. I assure you that the College is dedicated to being at the forefront on these vital issues, both here on our Newport campus and as we reach out to our forward-deployed forces and to our friends, colleagues, and alumni around the world.

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